

WEST BENGAL URBAN AFFORDABLE HOUSING & HABITAT POLICY

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Final Report



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UNDER

**SUPPORT TO NATIONAL POLICIES
FOR URBAN POVERTY REDUCTION
(SNPUPR)**

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ABBREVIATIONS

BSUP	Basic Services to Urban Poor
CBO	Community Based Organization
CPF	Contributory Provident Fund
CSR	Corporate Social Responsibility
DLB	Directorate of Local Bodies
DLNA	District level Nodal Agency
DPR	Detailed Project Report
EMI	Equated Monthly Installment
EoI	Expression of Interest
EPF	Employees Provident Fund
EST&P	Employment Through Skills Training And Placement
EWS	Economically Weaker Section
FAR	Floor Area Ratio
FDI	Foreign Direct Investment
FSI	Floor Space Index
GDP	Gross Domestic Product
GIS	Geographic Information System
GoI	Government of India
GoWB	Government of West Bengal
HFC	Housing Financing Company
HIDCO	Housing Infrastructure Development Corporation
HIG	High Income Group
HUDCO	Housing and Urban Development Corporation Limited
IHSDP	Integrated Housing & Slum Development Programme
JnNURM	Jawaharlal Nehru National Urban Renewal Mission
JV	Joint Venture
KMC	Kolkata Municipal Corporation
LIG	Low Income Group
MDT	Multi-disciplinary team
MED	Municipal Engineering Directorate
MFI	Monthly Family Income
MIG	Middle Income Group
MoHUPA	Ministry of Housing & Urban Poverty Alleviation

MSME	Ministry of Micro Small and Medium Enterprises
NGO	Non-Government Organization
NIT	Notice Inviting Tender
NOC	No Objection Certificate
NUHHP	National Urban Housing & Habitat Policy
NULM	National Urban Livelihoods Mission
O&M	Operation & Maintenance
PHED	Public Health Engineering Department
PMC	Project Management Consultant
PPPP	Public Private People Participation
PSU	Public Sector Unit
R&D	Research & Development
RWA	Resident Welfare Association
SDO	Sub Divisional Officer
SEP	Self-Employment Programme
SLNA	State Level Nodal Agency
SM&ID	Social Mobilization And Institution Development
SUDA	State Urban Development Agency
SUH	Shelter for Urban Homeless
STP	Sewage Treatment Plant
SWM	Solid Waste Management
TDR	Transfer of Development Rights
TPI	Third Party Inspection
UDA	Urban Development Authority
UDD	Urban Development Department
ULCRA	Urban Land Ceiling & Regulation Act
ULB	Urban Local Body
UT	Union Territory
WBHB	West Bengal Housing Board

CHAPTER 1

1. Introduction

1.1. Background

Access to housing facilities, is a basic human need, next only to food and clothing. Effectively, society as a whole and poor in particular, must have access to livelihoods, finance and technology as well as relevant capacities, knowledge and skills for habitat development in order to enjoy the ‘right to shelter’.

The construction sector contributes to the nation’s economic growth through its linkages with the other sectors including the services and manufacturing of construction materials sectors (it supports more than 250 ancillary industries and contributes nearly 10% to the GDP). Both from the perspective of increasing the employment & income generation and augmenting the housing stock in the country, the affordable house construction industry can impart necessary fillip to the economy.

India is witnessing a phase of rapid urbanization primarily fuelled by large scale population migration. This rapid pace of urbanization in turn translates into increased demand for housing facilities and related infrastructure. At present the urban centres are ill-equipped to meet the current & future housing demand. It is well documented that urban centres of the State contribute significantly to the Regional, State and even National economy thereby contributing to continued urbanization. However, the state of planning and preparedness of the urban centres to receive such growth is inadequate creating dysfunctionality (with wider ramifications on the health, safety and well-being of the citizens). Symbols of this is the emergence of slums and squatters with near absence of basic infrastructure.

The State needs to continuously concentrate on the need to provide adequate and quality housing which is **affordable** for sale or rent especially for the **targeted group**. The focus should be on suitable location and a conducive living environment to meet the needs of low income groups, squatters and even the homeless (if any).

The Government of India’s transformation programme is to “raise living standard of low income households” for which Ministry of Housing & Urban Poverty Alleviation (MoHUPA) had come up with the “National Urban Housing & Habitat Policy (NUHHP) 2007, a precursor to the current “Housing for All” by 2022 which is the context of this Policy. Several steps would be needed to overcome problems pertaining to housing specially involving the poor and the ultra-poor. An important part here is to ensure that only eligible recipient receive housing aid,

and that they be identified at their current location through a web portal which has a state wide database for capturing data on low-income households.

To fulfil these needs, factors such as affordability of the buyers, development cost and selling price persistently influence the supply and demand in the housing sector. Based on the current situation, housing development is concentrated in the urban and sub-urban areas, where the purchasing power is higher and the market is extensive.

In order to address the current housing needs, both the Government and the private sector must play their respective roles to fulfil their social obligations especially to the low-income and economically weaker sections keeping in view limited public resources available and the heavy investments needed for creating housing infrastructure.

The State is expected to pass specific Acts to achieve the housing policy objectives through institutional, legal & regulatory reforms, fiscal concessions, financial sector reforms and innovations in the area of resource mobilization for housing and related infrastructure development including promotion of cost effective building materials and technologies at the State level. The policy would also include an action plan and a pragmatic road map to achieve policy objectives.

1.2. Need for the policy

West Bengal Urban Affordable Housing & Habitat Policy is needed to provide the direction and basis for the planning and development of the housing sector by all relevant State level and local level departments and agencies as well as the private sector.

1.3. Vision of the Policy

“To facilitate affordable, infrastructure-integrated shelter through the judicious use of available resources.”

The Government of West Bengal desires to realize the dream of being an affirmative partner State to the GoI for building a sustainable and transformative nation by providing every citizen a decent affordable shelter, by formulating “West Bengal Urban Affordable Housing & Habitat Policy” which can be realized by operational strategies that can provide affordable housing reflecting an individual’s and family’s socio-cultural, economic, spatial, basic services and other intangible needs, and imparting a dignified & satisfactory independent as well as community life.

1.4. Aim of the Policy

The aim of this policy is to create an enabling environment for providing **“affordable housing for all”** with special emphasis on EWS and LIG and other vulnerable sections of society such

as Scheduled castes/Scheduled Tribes, Backward Classes, Minorities and senior citizens, physically challenged persons in the State and to ensure that no individual is left shelter less. The Policy further aims to promote Public Private People Participation (PPPP) for addressing the shortage of adequate and affordable housing.

1.5. Objectives of the Policy

Since the policy is required to be made operational, a 3 tier framework is perceived as an enabling tool;

A. Broad Objectives

To create an enabling environment for providing “Affordable housing for all and integrated habitat development with a view to ensure equitable supply of land, shelter and services at affordable prices in West Bengal with special focus on urban poor and excluded groups of society” and to ensure no individual is left homeless. Strategies and opportunities for intervention can help address the shortage of adequate, appropriate and affordable housing.

B. Generic Objectives

- Promote supply of **serviced land** for housing focusing on **secure access** to EWS/LIG housing.
- Reduce the housing shortage in the State, especially in EWS/LIG categories by taking up large scale construction of preferably **Resource and Energy Efficient** Affordable Housing and ensuring that all dwelling units have access to basic physical and social infrastructure like sanitation facilities, drinking water, electricity, roads, and other livelihood infrastructure.
- **Reduce barriers** to appropriate credit flow and shift from subsidy based housing schemes to cost recovery-cum-incentive based scheme for housing through proactive financial instruments such as micro-finance and related self-help group programmes.
- **Remove** legal, financial and administrative **barriers** in order to facilitate easy access to tenure, land, finance and technology by various stakeholders, primarily concentrating on citizen and service providers.
- Promote **investments** in housing in Urban Sector on **PPP Model** and involve private developers in the construction of EWS & LIG categories of houses by offering various attractive incentives.
- Promote affordable housing such that home-owners have easy access to places of employment, and such that local delivery agents are engaged in housing delivery thereby promoting **local employment**.

- Generate awareness about and promote environment friendly technologies for enhancing **energy, cost efficiency, productivity and quality**.
- Establishing a **monitoring and evaluation** mechanism in the housing sector to strengthen the transparency in the building activities of the state.
- Creation of **rental housing** that has provisions of required infrastructure and services and transportation linkages to work areas as transit accommodation for migrants to urban areas, and check creation of new slums.
- Promote repair, renovation, retrofitting, reconstruction or up-gradation of existing housing stock.
- Involve women & weaker section in decision making.
- Promote other forms of partnerships for sustainability & inclusiveness.
- Strengthen public housing agencies.
- Emphasize on Urban Planning Products for integrating housing into the urban fabric (e.g. Master Plan/ Renewal Plans/Micro Plans/ Ward Plans/City Development Plan/ Regional or Metropolitan Plan/ Affordable Housing Master Plans etc.).
- Promotion of R&D for building technologies/ standardization / pre-engineered components/ pre fab technologies.

C. Project Level Objectives

The shelter projects that emerge from this Policy be given a **“created identity”**. The Consultants prefer to know it as, **from a “Bitter Life” to a “Better Life”**

The Acronym in Hindi saying ‘हमारी बस्ती हमारा सुधार’

- First look for land for building housing.
- Build hundreds of annually targeted permanent houses for all and provide Drinking water, Electricity, Basic sanitation in all.
- Make houses flood free with zero tolerance for bailing out of mud and water.
- Get funds (in addition to the allocated fund sources by the 3 tier governments) if possible from CSR and other sources to meet gaps in funding for enabling Livable Neighborhoods.
- Build brand new communities.
- Give homes that have finished floors, toilet, bath, Rain water Harvesting system.
- **Build an internal community of skilled labor** by mandating & initiating Building Construction related **Skill Development Modules (with certification & rating for each**

individual using expert institutions) who will be employed in the labor pool associated with specific sites/ city/location and synergize livelihoods into the housing projects.

- **Build an internal community of Building Construction related Skill Imparting Champions** for continuous upscaling of skilled workers into the housing project.
- **Build an internal community of Micro, Small and Medium Entrepreneurs, MSME Champions**, who can provide Building Construction related goods (cement/steel/bricks/ stone/gravel/sand etc) incentivizing them with onsite small godowns with checks on daily inventory of materials used and their replenishment.

In short, the above objectives can be MANDATED and INTEGRATED into the housing project through new GoI programmes, the Skill Development and Entrepreneurship Development of MUDRA, AIM and SETU of the Make In India scenario (these pertain to “encouragement to entrepreneurs”/ “funding the unfunded” small entrepreneur/ “self- employment & talent utilization schemes respectively).

- Change laws & legislative framework for rejecting dysfunctional land title/related systems.
- Remove disputes over land ownership, Government co- ordination delays, delays in finding qualified staff for projects and other challenging circumstances. Help build safer, healthier.
- Avoid misuse of housing project funds and punish those who misuse them as “money making opportunity”.
- Introduce Business Process Re-engineering, and downscale projects if there are time/ cost over runs.
- Give Roads & internal development to an agency other than the housing construction agency.
- Disclose project details on expenditure on a daily basis.
- Disclose details on overheads and management costs.
- Install theft proofed solar lights in the common areas, roads or paths, green areas and rain water harvesting structures.
- Don’t achieve a status where communities “reject the project”.
- Don’t aim for good publicity for the project, aim for “providing houses”.
- Give a housing layout plan, Revise the plan when necessary, use local talent wherever possible, use local language for communicating with effected communities.

1.6. Target Groups

As per the Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015, the Economically Weaker Section (EWS) is defined as households having an annual income up to Rs.3,00,000 (Rupees Three Lakhs) and LIG households are defined as households having an annual income between Rs.3,00,001 (Rupees Three Lakhs One) up to Rs.6,00,000 (Rupees Six Lakhs).

However, states/UTs shall have the flexibility to redefine the annual income criteria as per local conditions in consultation with the Centre.

The target group for this policy are urban poor classified as per Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015 as persons belonging to the Economically Weaker Sections (EWS) and Lower Income Groups (LIG) etc. based on income criteria as under:

Group	Annual Household Income range
EWS	Up to Rs.3,00,000 (Rupees Three Lakh)
LIG	From Rs.3,00,001 (Rupees Three Lakhs One) up to Rs.6,00,000 (Rupees Six Lakhs)

In the State of West Bengal income criteria and classification of urban poor is as mentioned below. This income classification is recommended to be aligned to the national categorization:

SN	Category	Monthly Family Income	Min. Plinth Area (sq. ft.)	Maximum Price
1	EWS	Up to INR 10,000	200	INR 1.75 lakh
2	LIG	INR 10,001 - 15000	400	INR 4.10 lakh
3	MIG (L)	INR 15,001 - 25000	600	INR 9.20 lakh
4	MIG (U)	INR 25,001 - 40000	800	INR 15.00 lakh
5	HIG	INR 40001 - above	841 and above	-

1.7. Target Urban Centres

The policy is applicable to all metropolitan areas, urban agglomerations, municipal areas and others as listed in the Census of India and/or as notified by the Government of West Bengal in the State Gazette from time to time.

1.8. Definitions

Urban

According to Census of India 2011, the definition of urban area is as follows;

1. All places with a municipality, corporation, cantonment board or notified town area committee, etc.

2. All other places which satisfied the following criteria:
 - i. A minimum population of 5,000;
 - ii. At least 75 per cent of the male main working population engaged in non-agricultural pursuits; and
 - iii. A density of population of at least 400 persons per sq. km.

Affordable housing

While there are no precise definitions of “affordability” in the context of housing provision, as a generally accepted norm, it is assumed that a house should cost no more than five times the annual income of a household.

The High Level Task Force AFFORDABLE HOUSING FOR ALL, **December 2008** convened by the Government of India, recognized that any attempt to fix a definition of affordable housing for a country as large and diverse as India, using the concept of "one-size-fits-all" would have been counter-productive. Several factors have to be considered while understanding the concept of affordability¹:

- *Gross Household Incomes;*
- *Cost of the tenement excluding land costs where the cost differentials are large;*
- *The size of a tenement/ Dwelling Unit size in terms of the carpet area; etc.*

Some of the parameters suggested include:

Income Category	Parameters		
	Carpet Area	Cost of Unit	EMI/rent
EWS/ LIG	300 and 600 sq. ft.	Four times the household gross annual income	Not exceeding 30 percent of the household's gross monthly income
MIG	not exceeding 1,200 sq. ft.	Not exceeding five times the household gross annual income	Not exceeding 40 percent of the household's gross monthly income.

* Assuming the average Household size to be 5

As per the Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015, an EWS house is defined as an all-weather single unit or a unit in a multi-storeyed super structure having carpet area of upto 30 sq. m. with adequate basic civic services and infrastructure services like toilet, water, electricity etc.

¹ High Level Task Force AFFORDABLE HOUSING FOR ALL, December 2008

However, States can determine the area of EWS as per their local needs with information to Ministry.

According to the West Bengal Town and Country Planning (Development of Township projects) Rules, 2008, a minimum of 25% of the total residential units in each township should be reserved for the EWS categories, where the minimum area for township is 50 acre. It is recommended that, the above guideline is aligned with the Housing for All guidelines, 2015.

Beneficiary

A beneficiary family will comprise husband, wife and unmarried children. The beneficiary family should not own a pucca house (an all-weather dwelling unit) either in his/her name or in the name of any member of his/her family in any part of India.

Affordable Housing Project

An affordable housing project is defined as a Housing project where 35% of the houses are constructed for EWS category.²

Slum

- a) All notified areas in a town or city notified as 'Slum' by State, UT Administration or Local Government under any Act including a 'Slum Act' may be considered as Notified slums.

For all slum related data for future welfare programs, schemes and policies in West Bengal, the USHA survey data will be considered sacrosanct.

- b) A compact area of at least 300 population or about 60-70 households of poorly built congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities. Such areas should be identified personally by the Charge Officer and also inspected by an officer nominated by DCO. This fact must be duly recorded in the charge register.

The Housing for all guidelines reinstates the previous definition of a compact area of at least 300 population or about 60-70 households of poorly built congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities.

In-situ Slum Re-development project

² Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015

It means the project where in existing slum areas will be redeveloped by providing proper access, dwelling unit, open spaces and other basic services to the slum dwellers on land on which the slum exists.

In situ Slum Up-gradation project

A project for improving the quality of dwelling spaces occupied by slum dwellers with provision of basic services and infrastructure services.

Slum Resettlement project

A project for relocation and settlement of slum dwellers from the existing untenable slums to an alternative site with provision of dwelling space, basic civic and infrastructural services. However resettlement, if absolutely necessary, needs to be taken up as the last resort and with due consideration to minimize adverse impacts on livelihoods of the re-settlers.

Squatter Settlement

A squatter settlement can be defined as a residential area which has developed without legal claims to the land and/or permission from the concerned authorities to build; as a result of their illegal or semi-legal status, infrastructure and services are usually inadequate. A squatter settlement, due to its inherent "non-legal" status, has services and infrastructure below the "adequate" or minimum levels. Such services are both network and social infrastructure, like water supply, sanitation, electricity, roads and drainage; schools, health centres, market places, etc. Squatter settlement households belong to the lower income group, either working as wage labour or in various informal sector enterprises. The key characteristic that delineates a squatter settlement is its lack of ownership of the land parcel on which they have built their house.

Vulnerable Group

It means a person with a condition or function judged to be significantly impaired relative to the usual standard of an individual or group. It refers to individual functioning, including physical impairment, sensory impairment, cognitive impairment, intellectual impairment, mental illness and various type of chronic disease.

Person with disability "{Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995}" means a person suffering from not less than forty per cent of any disability as certified by a medical authority (any hospital or institution, specified for the purposes of this Act by notification by the appropriate Government). As per the act "Disability" means - (i) Blindness; (ii) Low vision; (iii) Leprosy-cured; (iv) Hearing impairment; (v) Loco motor disability; (vi) Mental retardation; (vii) Mental illness

Carpet Area for an Affordable Housing Dwelling Unit:

The carpet area as used in this report is the usable and habitable rooms at any floor level (excluding the area of the wall). While the method of measurement of carpet area will be the same as in the IS code 3861:2002, it will include carpet area of the living room(s), bedroom(s), kitchen area, lavatory(s), bathroom(s), and balcony / verandah, if provided, in accordance with the definition of the Dwelling Unit/Tenement as provided in the National Building Code, 2005 which is an independent housing unit with separate facilities for living, cooking and sanitary requirements

As per the Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015, Carpet Area is defined as the Area enclosed within the walls, actual area to lay the carpet. This area does not include the thickness of the inner walls.

FAR (Floor Area Ratio):

The quotient obtained by dividing the total covered area (plinth area) on all the floors by the area of the plot:³

$$FAR = \frac{\text{Total covered area on all the floors} \times 100}{\text{Plot Area}}$$

Plinth Area:

Plinth area means the part of a wall or structure between the ground level and the level of the lowest floor of a building above ground level.

Built up area and Plinth Area

As per the IS code – IS 3861: 2002, “Indian Standard Method of Measurement of Plinth, Carpet and Rentable Areas (Second Revision)”, Plinth area shall mean the built up covered measured at the floor level of the basement or of any storey.

For the purpose of this report, Plinth will be defined as the part of a wall or structure between the ground level and the level of the lowest floor of a building above ground level, as defined in The West Bengal Municipal (Building) Rules, 2007.

Transfer of Development Rights (TDR)

³ Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015

TDR means making available certain amount of additional built up area in lieu of the area relinquished or surrendered by the owner of the land, so that he can use extra built up area himself in some other land.⁴

1.9. Housing Shortage in West Bengal

West Bengal is the 4th most populous state in the country with a total population of 91.3 million (Census 2011), an increase of 13.84% from 2001. West Bengal is one of the densest states in the country, with a density of 1028 persons/sq.km. **West Bengal features in the top 5 states in terms of housing shortage in the country.**

In West Bengal, the total number of **urban households** is more than **6.5 million** (Census, 2011), and the **current housing shortage has been estimated to be in the range of 1.15 -2.2 million**, from various estimations (*2007 - 2013 data*)

As per the Report of the Technical Group [11th Five Year Plan: 2007-12] on Estimation of Urban Housing Shortage, the housing shortage of West Bengal, as on 2007 is 2.04 million, which is 8.25% of the entire country's shortage. However, as per the 2012-17 data, Housing shortage decreased to around 1.33 million, which was about 7.08% of the total shortage in India.

However, the striking aspect of the estimation, is that **95.62% of this shortage comes from the EWS and the LIG sections of the society** (EWS- 56.18% and LIG- 39.44%). The total urban housing need of India is expected to increase to 44-48 million units by 2022 which is a sizable number. MoHUPA and State Governments are beginning to respond to this challenge with several interventions as Capital subsidy for dwelling units, interest subsidy, infrastructure funding and supply side interventions (Higher FSI, TDR, and liberal land- use norms). With changing policy environment, a set of private sector developers and financial institutions have started developing new models for building and financing affordable housing.

1.10. Issues & Challenges

Affordable Housing for all is meant to achieve healthy development and contribute positively to the state's economic growth. Some notable issues that emerged from stakeholder consultation have been listed as under:

⁴ Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015

- (i) **Land Crisis:** Severe land availability issues (due to ULCRA) and difficult land procurement process in West Bengal. Large Housing projects are difficult to implement.

Underutilized land: Large parcels of land remains locked due to sick industries and underutilization of land, multiple tier tenancy, land ownership, etc.

Defunct land lying at scattered locations with the GOVERNMENT.

- (ii) **Population Concentration:** 40% of the state urban population resides in and around Kolkata, where land is not available, whereas it is easy to get land in Purulia, Bankura and Cooch-behar. Even close to 80% of the state urban population resides in south of the state.

Areas characterized by poor structural condition, sub-optimal utilization of land, congestion, inadequate infrastructure services and facilities.

- (iii) **Obsolescent Legislation:** ULCRA is still effective in West Bengal (*One cannot hold more than 500 m² of land*). According to State Township Policy, minimum **50 acre** of land is required for any project for exemption on land ceiling subject to specified conditions.
- (iv) **Policy Limitations:** There is no state policy for slum improvement or development. However, State grants 100% subsidy for slum dwellers and /or EWS population.
- (v) **Old Housing Stock:** The state has a large stock of old dilapidated houses which should be maintained and repaired to minimize the housing demand.

CHAPTER 2

2. Areas of Policy Intervention

This policy advocates the idea of considering a set of probable solutions and using a ‘best-fit’ combination of these solutions. The idea is to deal with each situation in a unique manner and provide a customized solution rather than having a preset approach to affordable housing irrespective of city/project specific conditions.

The policy adopts a citizen centric approach and develop housing and habitat strategies keeping in mind the various housing options detailed below, the purchasing power of end user, ownership of land, construction agency involved and the type of financing required.

2.1. Development of Home-Owners Profile

To facilitate the aim of Housing for All, the state first needs to identify its intended home-owners. For this, a probable customer profile is used in West Bengal on the basis of Monthly Family Income (MFI) and purchasing power of the intended end user/customer. Based on the MFI, there are categories that have been arrived at and are presented below:

SN	Category	Monthly Family Income	Min. Plinth Area (sq. ft.)	Maximum Price
1	EWS	Up to INR 10,000	300	INR 1.75 lakh
2	LIG	INR 10,001 - 15000	400	INR 4.10 lakh
3	MIG (L)	INR 15,001 - 25000	600	INR 9.20 lakh
4	MIG (U)	INR 25,001 - 40000	800	INR 15.00 lakh
5	HIG	INR 40001 - above	841 and above	-

It is recommended that the above categories be aligned to the income categorizations in Pradhan Mantri Awas Yojana, Housing for All (Urban), Scheme Guidelines, 2015.

In order to successfully ascertain the customer profile the state needs to develop a primary database of the intended home-owners. The database needs to be linked to any one government recognized primary document be it Aadhar Card/ Unique / Ration Card/ Voter ID Card. Each customer profile needs to include the *primary identification number, the family income, number of earning members, age, occupation, education levels and number of household members*. A detailed database of the target groups should be developed, supplemented with information on geo-positioning of intended customer as well as the location of affordable housing project to facilitate monitoring and evaluation.

2.2. Suggested Approach for Housing Unit Access and Ownership

Due to the diverse income and customer profile, choosing the right approach for accessing housing units becomes important for creating the right match. These approaches have been described as under:

Welfare: *Concept of providing permanent or transit shelters with suitable living conditions. These shelters could be dormitory type accommodation typically comprising of one room tenement, with basic amenities for Poorest of the Poor. This particular option needs to be available to a very limited section of society comprising of destitute, orphans, senior citizens, widows and any other citizens without a regular source of income. The allotment of shelters is prioritized on the basis of the need of allottees and is done on a vacancy basis. Welfare housing is allotted for a lifetime and the allottees do not have any ownership rights on the property.*

Rental: *Rental or transit housing is an option that can be considered whenever there is a high incidence of migrant population. The housing facility, complete with the necessary social and physical infrastructure is provided on a temporary basis. The rent may be varied according to the different income groups being accommodated. The target population basically includes labourers, sundry staff, students and domestic workers.*

Rent to own: *Rent to own housing model typically involves the initial allotment of the unit on a leased basis for a fixed number of years. The buyer deposits the monthly rent (equivalent to EMI) in bank account. The EMI contains 80% rent and 20% thrift. When EMI amount reaches 10% of total unit price, property will be registered on buyer's name and hypothecated to bank and government. In case of non-payment of EMI, bank and government will resell property. Thrift amount will be returned to buyer without interest. Resale powers lie with bank and government till the completion of tenure. Once 100% payment is done, property papers are handed over to buyer by de-hypothecation.*

Purchase: *This type of housing model, the end user owns the housing from the beginning. This set-up involves the housing allotment on a lottery basis. The prospective owner enters into a financial relationship with a pre-approved financing institution and takes a mortgage funding for the housing facility. This mortgage is paid back over a fixed number of years, after which the property papers are handed over to the buyer.*

Once these outreach approaches are defined as part of state policy, the administering ULB may use a right mix to best address the housing situation on a project basis.

2.3. Suggested Approach for Habitat Development

To decide on the appropriate type of housing development, for matched categories of customer profile with their respective incomes, it may be necessary to also know the number of intended home-owners, the size of land parcel available for development and the location of land parcel. Given below are a set of housing development typologies:

Multi-Family Housing: *This type of housing includes housing structures that are designed to house several different families in separate housing units living independently of each other. The most common type of multi-family housing is an apartment building. Usually, the multi-family housing facilities are designed for similar income categories.*

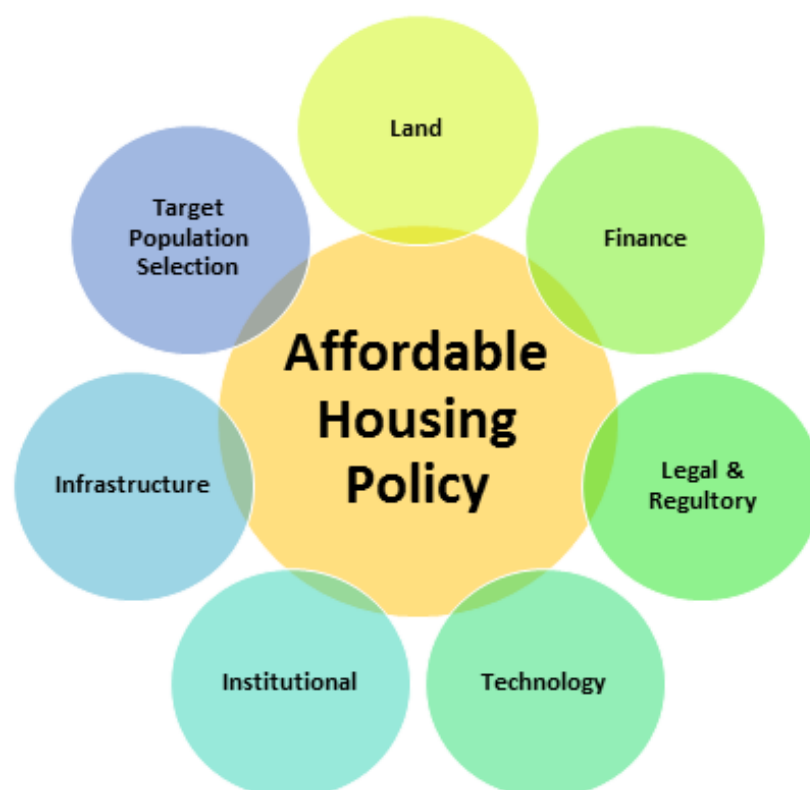
Integrated Township: *An integrated township is a self-sustained urban development, which addresses the basic needs of the residents, has the necessary infrastructure for education, health care, shopping and has provisions for offering connectivity to the rest of the city within which it is housed. An integrated township provides the necessary social, physical infrastructure, recreation and work places for sustaining the population it intends to house.*

Mixed Land-use Development: *Mixed land-use development helps to bring vitality to neighborhoods besides generating environmental benefits and fostering social cohesion. This mixed land use can be horizontal or vertical, within multiple buildings of different uses within one site and usually comprising of two or more land uses. (Norms for mixed land use development has to be classified).*

Composite Housing (for combining different income category housing): *Composite housing refers to a large scale housing provision catering to different income groups. Here, clusters of housing facility catering to the needs of different income groups would be developed. Within this type of housing approach, work shed cum home model may also be developed to facilitate the accommodation of such home based entrepreneurs within the target population group.*

Infill Development may also be included as a separate category for the purpose of redevelopment of old areas, non-conforming uses & underused lands of 1.0 Ha and above. This may be accompanied by incentivizing the developer for higher/ mixed, high density and FAR).

2.4. Policy Interventions



2.4.1. Land

- An inventory of land holdings in cities shall be prepared to constitute a land bank and prepare an asset management plan for better management of the available land and targeting its supply to create affordable housing dwelling units. The State shall appoint an agency to prepare land inventory using GIS technique to assess the land available with i) Government agencies ii) private players iii) market for ready purchase.
- State land related policy for Affordable Housing Projects should enable land use conversions, special zoning regulations,
- Efforts shall be made to make available land occupied by closed industries for residential purposes.
- Land classification into disputed and non-disputed land and mapping of patta shall be done using the GIS maps.
- A Master Plan shall be prepared for each urban centre and land use shall be demarcated for different activities. Land use zonation will also help in providing NOC for land transaction.
- Land pooling shall be considered as an option to make land available for housing projects. In case of in-situ development projects for slum development, land can be

pooled and multi-storey housing units may be constructed. Land available can be utilized to develop community facilities.

- *Earmarking of land for affordable housing:* The State Government including that of its agencies such as the Urban Development Authorities, Housing Boards, other parastatal agencies and Urban Local Bodies (ULBs) will, earmark and provide land for affordable housing projects.
- *Rental Housing and Shelters shall be promoted which will cater the needs of low income groups and migrant labours/ workers.* Rents shall be subsidized through state and central government schemes. The rent lease will be signed between the interested parties for a limited time period. The families that benefit from rental housing are given the option of paying a higher rent, a part of which is earmarked as a partial payment for the house and the lessee can eventually own the house.

The Scheme of Shelter for Urban Homeless (SUH) under NULM, encourages to allocate provisions for permanent community shelters for a minimum of one hundred persons for every lakh of urban population. Depending upon local conditions each shelter could cater to between 50 and 100 persons. For shelter planning purposes, a space of 5 square meters per person may be taken as the minimum space to be provided. Such projects have already been undertaken in Kolkata and should be encouraged further under the rental model.

- All the settlements currently on the objectionable land (near hi-tension lines, water supply lines, drainage main lines, gas lines, hazardous areas) shall be resettled in other site.
- Earmarking of land for affordable housing, the State Government including that of its agencies such as the Urban Development Authorities, Housing Boards, other parastatal agencies and Urban Local Bodies (ULBs) will, earmark and provide land for affordable housing projects.
- The State shall notify a policy on property rights to slum dwellers to provide title to the land and a non-eviction policy for residents of slums with a pre decided years of documented stay in a particular location. The number of years of stay, will be aligned to state's database of slums. For all slum related data for future welfare programs, schemes and policies, USHA survey data will be considered sacrosanct.
- Mortgagable leasehold property rights or land titles for the EWS and LIG categories shall be facilitated by the Revenue Department and the ULBs.
- Infrastructure services including water supply, sanitation, health, education facilities to existing housing colonies where there is absence of such facilities will be ensured.

2.4.2. Finance

Capital Finance

- Land monetization.
- Optimum utilization of GoI grants, subsidies by aligning state policies.
- Institutional borrowings / debts.
- Affordable housing projects may also exploit the funding available as part of CSR initiatives of major corporate houses based out of the state. Affordable housing projects may also use this type of funding mechanisms for financing infrastructure facilities as well as its O&M.
- Inviting Private investments including FDIs through PPP.
- Access Social security funds for housing.
- Mortgage options.
- Dovetailing with government projects will benefit the financial institutions by increasing their customer base. Also, as Housing Department entities, ULBs and other government agencies will be playing a major role in procurement of financial assistance, the risks of the financiers would be reduced. Building Contract terms shall be clearly mentioned and standard contract formats/ EOI formats shall be prepared to reduce processing time.

Finance for Buyers

- Bank-linked Housing Thrift Scheme to be promoted.
- Facilitating bank linkage – letter of credit risk guarantee on case to case.
- Accessing EPF loans where possible.
- Maximum access to GoI, GoWB housing scheme subsidies, interest subventions, grants, and exemptions meant for end-users.
- Facilitate increased fund flow monthly housing Thrift scheme can be linked to Jan Dhan Bank account to develop savings habit in the prospective buyer. This would enable the individual to accumulate own contribution to invest in his house. This also helps the financing institution in assessing the individual's financial capacity and intention over a period of time, and thus makes an informed decision about the possibility of extending a housing loan. Some of the provisions can be as follows:
 - There should be a provision of a fixed minimum savings amount till the minimum requirement for own contribution (down payment) is met from this

- saving. The amount should be at the discretion of the SLNA/ State Government.
- Beneficiaries to open bank account in PSU banks or State (West Bengal) approved Housing Finance Companies.
 - The savings amount can be only used for housing purpose
 - The Government may consider providing a matching grant equal to the thrift amount
- An escrow account shall be created between implementing agency-developer –end users to ensure stage wise payment to developers.
 - The possibility for financing housing project can be enhanced by including remunerative land use (commercial/ HIG etc.) in the housing project.

2.4.3. Legal & Regulatory Response

- Establish state level Dispute Redressal Mechanism for settling affordable housing related disputes.
- Setting for a singular authority for implementing Affordable Housing projects.
- Setting for an earmarked budget for Affordable Housing and provision of basic services in it.
- Non-lapsable earmarking of a certain fixed portion of the budget of ULBs for providing basic amenities to the urban poor.
- Establish a single window approval system and facilitate all approvals pertaining to Affordable Housing Projects within specified time. The approval time for the projects to be aligned to the provisions of the West Bengal Act/ Right to Public Services Act, 2013. Further, the provisions of approval system should be amalgamated with the existing arrangements of the single window approval system.
- E-tendering procedure shall be introduced. Every ULB shall be encouraged to strive towards e-tendering and e-governance through incentives. Penalties may be imposed for non-adherence of stipulated conditions such as non-adherence of timelines, not meeting standards or engaging in unfair practices with buyers.
- Establishment of a web portal for creating data base of ultra-poor/ EWS/ LIG individual or household with provision for its monitoring and updating. The same data base shall also carry all finance related data of the above.

- Establish performance benchmarks for sustainability of Affordable Housing projects and private sector participation.
- Establish a regulatory mechanism for speedy land use conversion and land availability (both public & privately owned land).
- Tenant lease for Affordable Housing projects shall be similar in all respects as for tenants not in affordable housing projects.
- Title to ownership shall be transferred after the settled gestation period is over (20 – 30 years or as agreed in the mortgage period).
- Fraud sale, resale, registration on false name of affordable housing units shall be severely dealt with under the appropriate state laws.
- Rental housing shall have legal provision for conversion to ownership housing by permanent residents of the state.
- Where the applicants for Affordable Housing projects have more applicants, a lottery system shall be restored to for the allotment.
- Households living in untenable slums shall be relocated to build up houses under Affordable Housing projects.
- Night shelters shall be provided to all homeless population.
- Transit type accommodation, preferably dormitory housing shall be created for migrant workers unable to afford any other type of housing. Suitable safeguards shall be provided to prevent overstay beyond a specified time period placed in the lease contract with the individual.
- Similar transit housing shall be made available to persons/ Households vacating sites to be redeveloped.

2.4.4. Technology

- The Government would take an active lead in promoting and using building materials and components based on agricultural and industrial waste and through sustained research and development work.
- Alternate building materials that replace higher carbon footprint and use industrial waste like fly-ash for construction shall be promoted. All materials and workmanship shall be of good quality, conforming generally to the accepted standard of the Public Works Department of the Government of West Bengal or Indian standard specification as

included in the Part V on Building Materials and Part VII on Constructional Practice and Safety of the latest edition of the National Building Code of India.⁵

- Slope/ land stabilization wherever required (steep slopes, river banks) shall be taken up on priority for Affordable Housing Projects.
- For hilly areas of West Bengal, project sponsor/ implementing agency shall provide technical guidance for choice of method (Gabion method, Grouting, Step method or retaining walls). Preference to retaining wall technique has been suggested by experts. Similarly along river banks stabilization may be resorted to wire creating or by constructing retaining wall for protecting against strong current and floods.
- Further environmental safeguards that shall be necessary are detailed reports on river flow study which shall form part of DPR or Action Plan report.
- Factors to be considered for constructing houses (especially multi stories house) using cement, burnt bricks will include the following:
 - Thickness of the wall shall be 6 inches while thickness of roof slab shall be 6 – 10 inches. To reduce load on pillars.
 - 30%-40% of the wall area shall be kept open by providing windows and doors/ balconies.

All provisions shall be as per the accepted standard of the Public Works Department of the Government of West Bengal or Indian standard specification as included in the Part V on Building Materials and Part VII on Constructional Practice and Safety of the latest edition of the National Building Code of India.

- Technology fund at the national level can be created to promote use of new & innovative technology as per Central Government guidelines.
- Housing designs shall incorporate space for work-shed to encourage people to work at home as support to livelihoods. Various subcomponents of the NULM (National Urban Livelihood Mission) like Social Mobilization And Institution Development (SM&ID), Employment Through Skills Training And Placement (EST&P), Self-Employment Programme (SEP) and Support to Urban Street Vendors can be incorporated into the affordable housing schemes, so as to make them economically viable for the slum dwellers to relocate to the newly constructed dwelling units.

⁵ The West Bengal Municipal (Building) Rules, 2007

IT related technology

- Create Central database at state level to ascertain end user/buyer identification. This would help establish transparent and robust end user/buyer database by integrating biometrics / Aadhaar / Ration Card/Jan Dhan Yojana account, etc.
- Geo tagging shall be promoted to keep a tab on the progress of the project status, repayment of loans etc.
- Online registration and tracking of beneficiaries, builders, finance institutions.
- Online complaints redressal system shall be created for both beneficiaries and developers.
- Fast track approval for building permission.
- **For End-users:** registration for housing, online application and tracking mechanism, central database of end-users along with social security ID documents and bio-metrics, unit allotment through e-lottery, loan disbursement and tracking, EMI status, allotment and re-allotment process and grievance redressal mechanism.
- **For Developers:** developers' selection and registration process, e-tendering and tracking process, clearance of approvals, status of payments, project monitoring mechanism with geo-tagging, grievance registration and monitoring process.
- **Linking to financial institutions applications:** Housing loan application status, verification process, loan disbursement process, EMI payment tracking process, transfer of ownership after completion of loan.
- E-Procurement of construction material through online portal system.

2.4.5. Institutional Systems

i. Department of Housing to work as a State Level Nodal Agency (SLNA)

The SLNA shall be overlooking projects at policy level & only approve projects proposed under Model 1 (Government Led Development).

- It will holistically plan for 'extended green areas and densified urban areas' to ensure that resources of green areas should not be exploited for comforts of urban areas
- Comprehensive City Development Planning shall holistically address the issues of water, toxicity, energy, waste disposal, communications, livelihoods, transportation etc. with one integrated perspective to provide healthy living and working conditions to people. Only this kind of planning will form the bedrock for establishing 'smart cities'

ii. Augmenting organizational and individual capacities with Project Support Unit [PSU] with experts

- During the initial years [4-5 years], a team of experts with national and international experience in Housing will assist the SLNA in putting the new systems in place [experts with housing, finance, engineering, governance including IT etc.] in the form of a PSU.

iii. Redefining the mandates for existing Housing entities

1. Redefining the focus of existing Housing entities in West Bengal viz. – Directorate of Local Bodies (DLB), Municipal Engineering Directorate (MED), State Urban Development Agency (SUDA), West Bengal Housing Board (WBHB) and other similar entities.
 - a. All these entities shall prepare their current status report on their assets, liabilities and capacities.
 - b. A Status report on district wise housing projects [total range] shall be prepared showing the number of projects, housing units in various stages
 - i. Completed and occupied /sold.
 - ii. Completed and not-occupied [with reasons for the same, age of housing stock, budget needed for salvaging].
 - iii. Under completion [% of completion and budget for completing along with reasons for not completing and action plan for completion].
 - iv. Grounded but not started [with reasons for not starting] including legal cases.
 - c. **District level Nodal Agency (DLNA)** for Housing under the District Collector shall play an advisory role on the housing projects and recommend actions to the SLNA. SLNA will formulate an Advisory Board under Chief Secretary along with senior officers from Housing, MA&UD, Revenue, Finance etc. with representatives from MoHUPA to take final decision on liquidating the Housing stock available.
 - d. The decisions may include auction, inviting private developers to complete the projects on PPP mode, developing physical infrastructure, organizing social infrastructure like transport, schools, livelihoods etc. at the project site, re-allotment to interested buyers, selling the stock to industries, government employees on hire-purchase through EPF loans or converting into transit house /shelter homes / rental houses and others

- e. All the entities under financial liabilities with various banking and financing companies like HUDCO, PSU Banks etc. on account of huge capital borrowings and accruing interest thereon shall work out an action plan to resolve debts with liquidated stocks and redeeming them from liabilities.
- f. Decision on integrating these entities with SLNA shall be attempted only after financially freeing them from all their liabilities. Talent pool of these entities can be absorbed in SLNA.

iv. Operationalization of multi-disciplinary teams [MDT] at district level

- District units shall be made operational by creating a multi-disciplinary team with revenue, forest and environment, ULB, Housing, finance, PHED and relevant parastatals which will work under the district collector for ensuring robust Housing system. This MDT will be supported by PIUs for initial few years until capacity of the teams are strengthened

v. Creation and operationalization of Housing e-Portal services

SLNA will create and operationalize an e-Portal for Housing for the facility of end-users, developers and bankers.

vi. Training and Capacity Building

An elaborate framework for Capacity building of department officials at various levels shall be prepared and implemented which will contain the phases of training need identification, training delivery and impact assessment on a continual basis to strengthen the institutional capacities of Housing functionaries including housing, parastatals and municipal cadres at state and district levels.

Local arrangements for skill development by registered agencies or building construction activities on site shall have to bring capacities to suitable occupants from target population with accreditation and rating of those successfully trained with preference for engaging them on the affordable housing project sites.

2.4.6. Infrastructure

- Affordable Housing Projects located in peri-urban areas shall have ensured accessibility and low cost public transportation system in place to the city's major work centres/commuter zones.
- The Comprehensive Mobility Plan may be prepared for all major urban centres and its strategies considered for implementation.
- For delivery of water supply, sewerage & sanitation, drainage, SWM and other array of support services to the Affordable Housing Project site/ target population, there shall be

a Local Service Provider or coordinator who may coordinate with other organizations for service delivery.

- All black and grey water from Affordable Housing sites shall be recycled for use in horticulture and other use, or in exceptional case may be diverted to the nearest sewage treatment system.
- Segregated waste collection service shall be available at all Affordable Housing Project sites.
- Affordable Housing Projects located in peri-urban areas shall install decentralized STPs of appropriate capacity and design if trunk connection is unavailable.
- All Affordable Housing Sites shall be integrated to neighbourhoods with available social livelihood and recreational facilities.
- All constructed housing units shall be delivered on a complete functional project built to specifications and complying with all codes and regulations.
- In the transition period, shared or community toilets shall be provided.
- Adopting an approach that promotes green buildings in township models and incorporate the local needs of meeting the livelihood requirement would be looked at.
- Designs for both individual units and clusters that incorporate green concepts such as rain water harvesting, water recycling technologies etc. shall be adopted.

2.4.7. Community Engagement

- Prioritize persons/ Households from the 'Target population data' as those having a high need for a dwelling unit based on a vulnerability index or those utilizing a crisis system.
- Create an assessment system for shelter for homeless, vulnerable population and those desiring rental accommodation.
- Create rapid rehousing or transitional housing for vulnerable and homeless by matching people and housing and support needed by them.
- Mover people quickly through referral system, entrance criteria, applications and wait-lists.
- Post occupancy of target population in Affordable Housing Projects, help establish Resident Welfare Associations (RWAs) to protect their interests.
- Promote community consultations on critical matters (faith, gender, caste and ethnicity issues, chronically ill poor and destitute), safety issues, issues related to quality of services etc. In short, for creating a conducive environment

- Create wherever needed help support Self Help Groups/ coalition and advocacy groups.

2.4.8. Slum improvement and upgradation

- For all slum related data for future welfare programs, schemes and policies, USHA survey data will be considered sacrosanct.
- Slum improvement programmes for upgrading the services, amenities, hygiene and environment would be taken up with a view to make the State a Slum free state.
- Slum reconstruction programmes for creating a better environment would be encouraged by schemes with cross subsidization. These would be based on the basis of audit of slum areas covering health status, education, sanitation, environment, employment status and income generation.
- `Land as a resource' would be used while taking up slum rehabilitation. Land sharing and pooling arrangements would be resorted to in order to facilitate development of land and improvement of basic amenities in slums. This will be done through low rise multi-storeyed group housing and cluster planning for optimum and efficient use of land.
- Transferable development rights and additional FAR would be released as an incentive for providing shelter to the poor. The private sector, community based organisations (CBOs), nongovernmental organisations (NGOs) and self-help groups would be involved in such activities.
- The land or shelter provided to the poor / slum dweller would as far as possible be made non-transferable for a period of ten years.
- Specific projects would be taken up based on poverty alleviation strategies of (JNNURM)/IHSDP/BSUP.
- Income generating activities in slums have a direct bearing on housing and other environment issues. The various development programmes would be converged to cover the target group completely.
- Formation of multi-purpose cooperative societies of urban poor and slum dwellers would be encouraged across the State for providing better housing and environment to improve the quality of life as well as for undertaking multifarious activities for the economic and social development.
- Forced eviction of slum dwellers will be avoided and in-situ rehabilitation attempted. In such cases appropriate shelter and environment up gradation

programmes will be taken up. Where it is unavoidable, alternative shelter options will be given as rehabilitation solution.

- Migrant workers have shelter problem and appropriate interventions will be facilitated and encouraged.

2.4.9. Rental Housing

State is witnessing increasing migration from within and outside the State. All such migrants may not be able to afford their own houses. Therefore, there is need to initiate appropriate policy measure to increase the supply of rental housing in the State. This policy envisages the following measures:

- Prepare the State Rent Control Act so as to adequately protect the interest of the landlords so as to enable them to get their houses vacated after the contracted term. In addition, it enables release of locked and unused houses for rental purposes.
- Strengthen State agencies to build houses/flats for rental cum ownership basis by adopting new initiatives like “Rent to Ownership basis” especially for the low income segment households. Under such Schemes, the house/flat allotted to the EWS/LIG household will be transferred in the name of the individual only after building 100% equity over the period of 10-15 years. The individual EWS/LIG will have the option to sell his/her house/flat but the sale will be only to the State Agency who will then offer the same to the EWS/LIG household in the waiting list.
- Private Sector agencies/builders will be encouraged to build rental housing stock with appropriate government support.
- Rental housing for migrants on short term lease basis with an agreement between the State implementing agency and building owners.
- Permission for multi-stored flats for EWS/LIG in core city areas along with commercial component and appropriate incentives for PPP.

2.4.10. Special needs of single working women, Disabled and senior citizens

Women and Housing

- a. The issue of title for house / land in favour of women or joint name to be ensured.
- b. The positive role of women in creating, maintaining sustainable housing has to be fully harnessed. Women should be associated in participative planning process in design, construction and maintenance of houses.

- c. Special housing scheme for single working women as ownership condominium or rental hostel units would be taken up.
- d. The special problems of domestic women workers has to be kept in view.
- e. The stamp duty charges for women headed housing can be given a percentage of rebate as an incentive. The percentage will be the discretion of the State Government/ SLNA/ Advisory Board.
- f. The need for creation of crèches/community centres for women construction worker will be kept in view.
- g. Skill upgradation/certification of women construction workers will be specially covered to elevate them from unskilled to semi-skilled and skilled construction workers.
- h. Women headed self-help groups will be encouraged to form saving cum loan groups/ schemes for employment support and shelter options.

Physically challenged

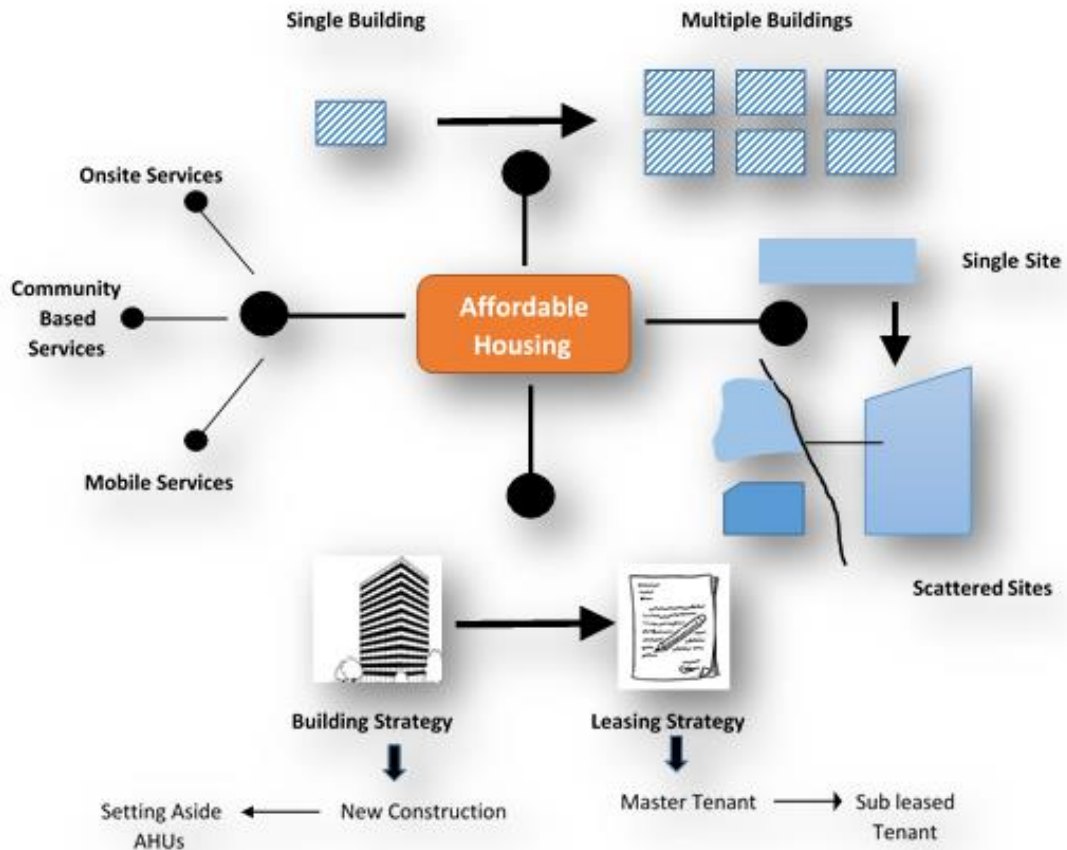
The barrier free and special design features for housing the physically challenged as per NBC will be incorporated and appropriate provisioning in housing scheme and public buildings will be done.

Senior Citizens

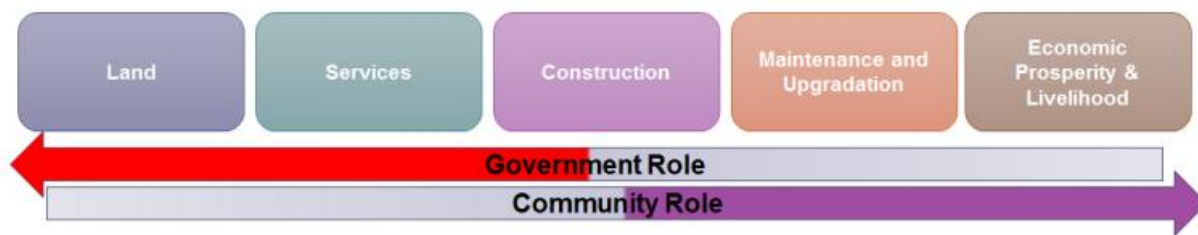
The needs of senior citizens housing will be taken up through various agencies with sensitively planned shelter options providing for dignity, caring concern and special geriatric consideration with health and paramedical support facilities. The new initiatives for Reverse Mortgage scheme benefiting senior citizens will be encouraged.

CHAPTER 3

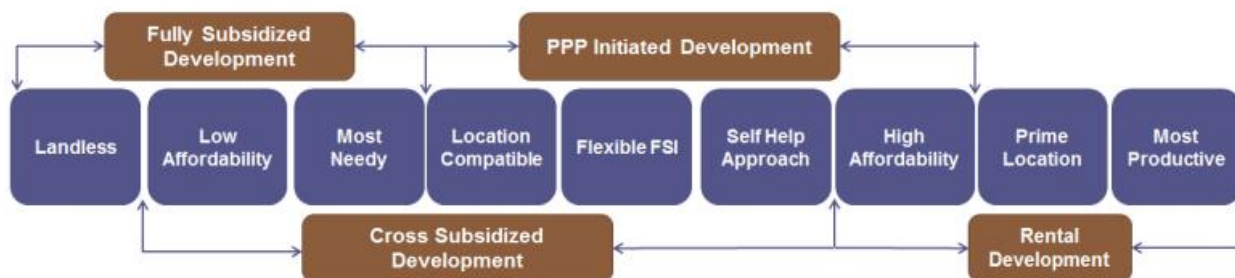
3. Models of Affordable Housing



The concept of affordability cannot have a blanket definition for all income categories and situations. Rather it requires, what can be called the cafeteria approach – choosing from a catalog of conditions and thereafter formulating strategies and models based on specific situation analysis and issues identification.



CAFETERIA APPROACH



The cafeteria approach mainly talks about four major developmental methods:

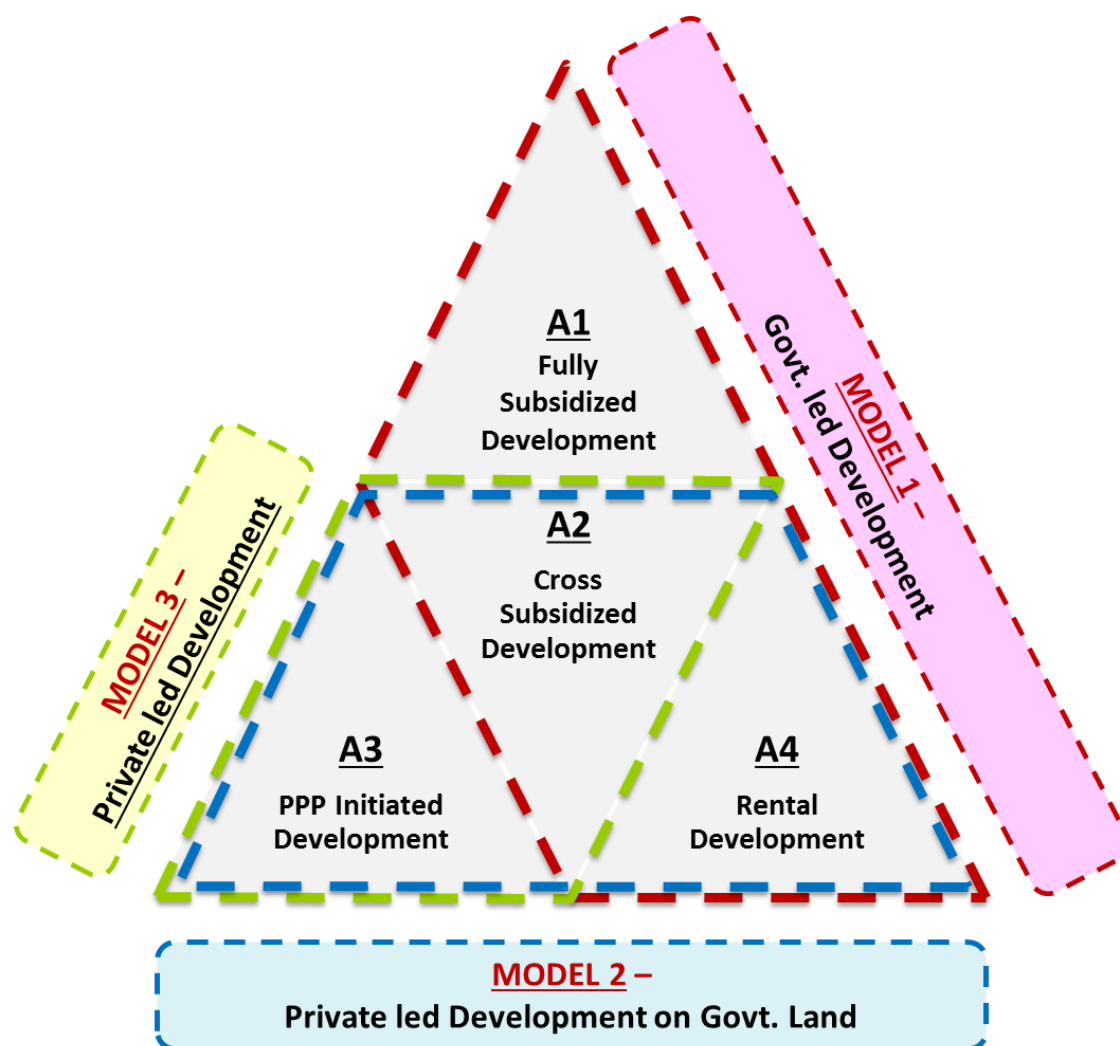
<p>A1</p>	<p>Fully Subsidized Development</p>	<p>The main parameters being:</p> <ul style="list-style-type: none"> • Landlessness • Low Affordability • Most Needy (EWS, LIG) <p>Hence, this requires complete government handholding and fully subsidized approach to development</p>
<p>A2</p>	<p>Cross Subsidized Development</p>	<p>The main parameters being:</p> <ul style="list-style-type: none"> • Low Affordability • Most Needy (EWS, LIG) • Compatible Location • Flexible FSI • Self Help Approach <p>Hence, this requires government handholding as well as private sector involvement through cross-subsidization</p>
<p>A3</p>	<p>PPP Initiated Development</p>	<p>The main parameters being:</p> <ul style="list-style-type: none"> • Compatible Location • Flexible FSI • Self Help Approach • High Affordability <p>Hence, this requires government handholding as well as private sector involvement through PPP approach</p>

A4	Rental Development	<p>The main parameters being:</p> <ul style="list-style-type: none"> • High Affordability • Prime Locations • Most Productive livelihood opportunities <p>Hence, this approach can be used to regulate and enhance the rental housing market</p>
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Putting the parameters in a matrix, we get,

Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (H)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

The policy would elaborate on 3 models of Affordable housing development, as illustrated in the graphics below:



Model No.	Model Type	Developmental Methods (From Cafeteria Approach)
Model 1	Govt. led Development	Approach A1, A2 and A4
Model 2	Private led Development on Govt. Land	Approach A3 and A4
Model 3	Private led Development	Approach A2 and A3

3.1. Model 1: Government Led Development

This model illustrates a situation where, Government will take the lead in undertaking affordable housing construction on Government owned land. This model will be aligned to the existing government development model for urban poor of GoWB.

Currently, the public-private partnership model in the housing sector is unique to West Bengal. The West Bengal government initiated to involve private sector companies in

providing housing for all. The partnership comprises partners from public sectors agencies and reputed business groups as private partners with established financial credentials. Public Private Partnership companies that are currently operational include 9 JVC with WBHB and 1 with Govt. of WB. The private partners are being introduced after a mature selection process. The financial arrangement between these JV companies under PPP schemes has been fairly standard. Generally, the equity share between public-private bodies ranges from a minimum government share of 11% up to 49.5% depending upon the nature of the project.

The integral component of this partnership is the cross subsidy approach. The cross subsidy is introduced first, as an incentive for private sector companies to investment in housing and, secondly, as a social concern for the impact of PPP on the low income group due to unregulated price.

- Prices of the unit, size, and the kinds of amenities, location, and quality are prescribed by the government.
- The low-income group and medium-income group housing are made available at lower prices and are being disposed with “no profit” or on the basis of a “little profit,” whereas the price of high-income group (HIG) apartments are set at the discretion of the private partners to capture the economic rents of the housing and services they are providing.
- All the joint venture companies in housing are provided land at a subsidised rate for development.
- To qualify, the partners should have a minimum net worth of INR 50 million (US\$1.1 million) and should have completed constructing 500,000 square feet of building space in the last five years.

"Government wanted to develop social housing, but didn't have the infrastructure to do it and the private parties by themselves could not take up large projects because of the land ceiling act in West Bengal. Therefore, this joint venture with the government proved to be the best route to provide affordable housing for all,"

For this model three approaches can be adopted, as follows:

- **Approach A1: Fully Subsidized Development**
- **Approach A2: Cross Subsidized Development**
- **Approach A4: Rental Development**

For each of the approaches, the guiding parameters would be as follows:

A1 - Fully Subsidized Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

A2 - Cross Subsidized Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG - I	LIG - II	MIG	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

A4 - Rental Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (H)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

Primarily, all Affordable Housing Projects being undertaken by WBHB/ Housing Department/ HIDCO/ UD Department will be planned as follows:

- Earmarking a fixed percentage of the FAR/ FSI for affordable housing units of carpet area of not more than 60 sq. m./ a fixed percentage of the total number of dwelling units constructed shall be for EWS/ LIG I category. The stipulated percentage will depend on a set of factors ranging from the available land to the land price etc.

For any particular project to be under Housing for All scheme, 2015, at least 35% of the dwelling units should be for the EWS category.

According to the West Bengal Town and Country Planning (Development of Township projects) Rules, 2008, a minimum of 25% of the total residential units in each township should be reserved for the EWS categories, where the minimum area for township is 50 acre. It is recommended that, the above guideline is aligned with the Housing for All guidelines, 2015.

- A certain fixed percentage of the houses shall be reserved for MIG category. The percentage will be at the discretion of the SLNA/Advisory Body.
- Government land shall be allotted on priority basis for affordable housing projects in the state. The Authority will be entitled to get government land at the applicable benchmark price or at a further concessional rate as may be decided by the government on a case to case basis.
- The Government land allotted shall be free of all encumbrances, with all relevant clearances in place such as land use conversion etc.
- All grounded housing projects shall be completed and allotted at the earliest.
- Refurbishment of unoccupied housing stock shall be done to make them available in the housing market for possession.
- All the housing projects shall incorporate provision of physical & social infrastructure facilities.
- Selection process of contractor or developer shall be done on basis of QCBS tender bid and the entire process shall be open and transparent
- Lump sum contracts may be adopted to de-risk the project from cost escalations due to delays and other reasons
- Double verification of the applicants documents, first level done by the Authority based on proofs submitted online by the Applicant, and second level verification by the HFC/ bank lending to the end users.

- The implementing agency will authorize payment to the selected developer for construction on getting quality and progress related certification from the appointed PMC/TPI by the lending bank for different phases based on pre- determined prices
- Allotment and sale of dwelling units will be done through the online e- portal based on lottery system.
- For Financing of such projects, a specific portion can be constructed and sold for the purpose of cross subsidization.
- Allotment of dwelling apartments should be done through the online e-portal system and lottery system of the basis.
- For identification of developable land for such projects a detailed land ownership map can be retrieved from the concerned department. Thereafter, a potential land bank database can be prepared, which will be regularly updated and uploaded on the online portal.
- Projects developed for the rental market will also be consolidated into a list of projects and the information made available in the online portal.

3.1.1. Incentives to private developers under Model 1

- Streamlined transparent procurement process for selection of developer / contractor; Standardized documents for procurement through Lump Sum Method.
- Time-bound payments as per progress of construction based on inspection reports submitted by professional Third Party Inspection reducing government bureaucracy involvement.
- Grievance redressal system to address issues raised by developers.

3.2. Model 2: Private Led Developer on Government Land

This model illustrates a situation where, the Private Developers will take the lead in undertaking affordable housing construction on Government owned land. For this model three approaches can be adopted, as follows:

- **Approach A2: Cross Subsidized Development**
- **Approach A3: PPP Initiated Development**
- **Approach A4: Rental Development**

For each of the approaches, the guiding parameters would be as follows:

A2 - Cross Subsidized Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

A3 - PPP Initiated Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

A4 - Rental Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

Projects under this model will be planned as follows:

- Similar to the first model, for identification of developable land for such projects a detailed land ownership map can be retrieved from the concerned department. Thereafter, a potential land bank database can be prepared, which will be regularly updated and uploaded on the online portal.
- Projects developed for the rental market will also be consolidated into a list of projects and the information made available in the online portal.
- The developer quoting the maximum number of EWS/LIG flats to be surrendered free of cost to the concerned SLNA/ ULB shall be awarded the project. However, final decision shall be taken by the SLNA. Other conditions of selection of developers will be as per Section 3.
- A fixed percentage of the FAR/ FSI shall be earmarked for affordable housing units of carpet area of not more than 60 sq. m./ a fixed percentage of the total number of dwelling units constructed shall be for EWS/ LIG I category. The stipulated percentage will depend on a set of factors ranging from the available land to the land price etc. For any particular project to be under Housing for All scheme, 2015, at least 35% of the dwelling units should be for the EWS category.

According to the West Bengal Town and Country Planning (Development of Township projects) Rules, 2008, a minimum of 25% of the total residential units in each township should be reserved for the EWS categories, where the minimum area for township is 50 acre. It is recommended that, the above guideline is aligned with the Housing for All guidelines, 2015.

- A certain fixed percentage of the houses shall also be reserved for the MIG category. The percentage will be at the discretion of the SLNA/Advisory Body.
- Government will sell the EWS/ LIG directly to eligible allottees through computerized draw of lottery / or based on allotment priority, upon due verification based on proofs submitted online by the applicant such as income proof, ration card, Aadhaar card, property tax receipts, and any other relevant document, at Government pre- determined rates for EWS/ LIG units. Two levels of verification may be carried out, one by the Government and second by the HFC/ bank lending to the end users.
- Government land shall be allotted free of cost to the selected developer for construction of the housing scheme on a 99 years transferrable lease basis. The developer can take up construction of EWS/LIG/ MIG/HIG flats & commercial flats and would surrender the EWS/LIG flats free of cost to the SLNA/ ULB.
- The Government land allotted shall be free of all encumbrances, with all relevant clearances in place such as land use conversion etc.

- The expenditure on all internal development works shall be borne by the developer and will not be allowed to charge the internal development cost to EWS/LIG flats.

3.2.1. Incentives to private developers under Model 2

- All incentives applicable in Model 1 hold well under Model 2.
- The private developer will receive land free of cost as a 99 year lease, free of encumbrances, with all clearances in place such as land conversion etc.
- All benefits extended under GoWB's proposed Land and Approval Process.

3.3. Model 3: Private Led development

This model illustrates a situation where, the Private Developers will take the lead in undertaking affordable housing construction on private owned land. For this model two approaches can be adopted, as follows:

- **Approach A2: Cross Subsidized Development**
- **Approach A3: PPP Initiated Development**

For each of the approaches, the guiding parameters would be as follows:

A2 - Cross Subsidized Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	
Services	Private Developers	Government	PPP	Self- help approach	
Maintenance Up gradation	Self- help approach	Private Developers	Government		
Prosperity & Livelihood	Self- help approach	Private Developers	Government		

A3 - PPP Initiated Development					
Land	Government	Private	Prime Location	Location Compatible	
Beneficiaries	EWS	LIG	MIG (L)	MIG (U)	HIG
Construction	Private Developers	Government	PPP	Self- help approach	

Services	Private Developers	Government	PPP	Self- help approach
Maintenance Up gradation	Self- help approach	Private Developers	Government	
Prosperity & Livelihood	Self- help approach	Private Developers	Government	

- Government shall provide the critical external infrastructure (roads, water supply and sewer lines, electricity connections to the project boundary) within a year from the project commencement. Any delay beyond a pre-decided number of years, the implementing agency/ state government will be liable to pay penalty charges to the developer at a pre-determined rate of per month of delay.
- The Nodal agency/ULB would ensure that maximum subsidy amount is claimed from relevant Government of India schemes for the project
- All external development charges will be borne by the nodal agency/ ULB/ statutory body to be recovered from Impact Fee imposed upon applicable non- affordable components in the scheme, and partly from subsidy available from Government of India and state BSUP/ IHSDP fund.
- Due care should be taken for selection of site which should be close to existing infrastructure and transport network so as to reduce the burden on the ULBs
- The developer would be duly assisted in obtaining fast- track clearances through innovative approaches such as Common Application Form/ Single window mechanism and e- approval system within stipulated days stipulated as per the provisions of statutory bodies in West Bengal. The average time taken for obtaining various approvals from pertinent departments is elaborated in Section 4.5 only for Kolkata.
- The expenditure on all internal development works shall be borne by the developer and will not be allowed to charge the internal development cost to EWS/LIG flats.
- It is recommended to have a maximum period of development of the affordable housing component, decided upon by the SLNA/ Advisory Body / State Government.
- Free sale development can be started by the developer only after completion of a certain fixed percentage of the affordable housing scheme.
- The private developer may advertise and call for applications from eligible beneficiaries as per income limits laid down under the policy for EWS and LIG. The applicants for EWS/ LIG housing units may submit their interest through the Common Application Form through the e- portal. All verification regarding eligibility of beneficiaries will be done through online e- portal and by the housing finance institution/ commercial bank which

will be providing loan options to the beneficiaries. Post verification, the final list of eligible beneficiaries will be posted in the e- portal.

- The sale price for the dwelling units in the affordable segment may be determined by the private developer, with due approval from the Authority. The developer will be free to sell the balance area on which HIG/commercial houses/flats are constructed, as per his choice, to the open market

3.3.1. Incentives to private developers under Model 3

- Up to three builders may jointly undertake affordable housing projects through land pooling if the project mandates a minimum site requirement of, to leverage upon maximum demand side benefits such as subsidies for beneficiaries. As per the West Bengal Town and Country Planning (Development of Township projects) Rules, 2008, a minimum of 25% of the total residential units in each township should be reserved for the EWS categories, where the minimum area for township is 50 acre. This can be aligned with the Housing for All Guidelines of 2015.
- In lieu of providing EWS / LIG units, registration fee will be exempted for EWS / LIG units' area by the concerned local body/UDA, provided the EWS/ LIG housing units are provided in-situ within the project site.
- The developer is free to undertake any kind of construction on that portion of land which is other than the land used for affordable housing. On this extra land the developer is eligible to make commercial construction up to 10% of the total construction.
- The developer will not have the flexibility to determine the sale price for the dwelling units in the affordable segment. The developer will be free to sell the balance area on which HIG/commercial houses/flats are constructed, as per his choice.
- If the developer completes EWS/LIG flats within the scheduled period (as decided by the Authority at the commencement of the project) without getting any extension, the developer will get an extra percentage of incentive built- up area under the affordable housing scheme as TDR which may be utilized in the same scheme if possible, or may be allowed in other parts of the urban area as per norms and guidelines fixed in this regard.
- There is no FSI capping/ height restriction for the non- affordable component of the group development scheme (MIG, HIG, commercial development etc.). Based on the guidelines proposed under existing Building Rules of the State, the developer may propose high- rise based on governing conditions such as width of existing road, size of plot etc.

- The developer is entitled to benefits such as zero conversion charges for land use modification for the whole project, 100% waiver on levy of Development charges for the affordable housing component, zero building plan approval fee for the affordable housing component
- Fast- track composite clearance certificate through simple streamlined online process for commencement of project construction.
- Transparent online process for speedy and efficient allotment of affordable housing component to eligible beneficiaries.

CHAPTER 4

4. Procedure & General Guidelines

This chapter details the framework for implementing the target as laid out under the policy. It elaborates upon parameters for eligibility criteria and incentives for beneficiaries and developers, procedure for allotment of dwelling units, and process guidelines for the developer for approvals and clearances.

4.1. Parameters for Affordable Housing

Government of West Bengal has set the below mentioned parameters on the basis of income criteria for affordable housing. It is recommended to align the following with Housing for All by 2022 Guidelines, 2015, as mentioned earlier in Section 1.8 and 1.6.

	Affordable Housing		MIG (L)	MIG (U)	HIG
	EWS	LIG			
Min. Plinth Area (sq.ft)	300	400	600	800	841 and above
Permissible height	Shall not exceed 15 m (Cellar and / or Stilt as + maximum up to 5 floors)		High- rise permissible		
Tentative Layout (subject to alterations based on end user requirements)	A hall, one room and kitchenette with common WC Block	A hall, 1 bedroom, a kitchenette, bedroom, and WC Block	A hall, 2 bedrooms, a kitchen area and a WC Block	A hall, 2 bedrooms, a kitchen area and a WC Block	-
Monthly Family Income	Up to Rs. 10,000	10,001 to 15,000	15,001 to 25,000	25,001 to 40,000	40,001 and above
Maximum Selling Price (in INR)	1.75 Lakh	4.10 Lakh	9.20 Lakh	15.00 Lakh	-

4.2. Planning norms

All norms will be as per the following acts and legislations:

- The West Bengal Municipal (Building) Rules 2007 (w.e.f. 14th February, 2007).
- Kolkata Municipal Corporation Building Rules, 2009.
- West Bengal Town & Country Planning and Development Act, 1979.

- West Bengal Town & Country Planning (Development of Township Projects) Rules, 2000.
- West Bengal Building (Regulation of Promotion of Construction and Transfer by Promoters) Act
- West Bengal Acts/Right to Public Services Act, 2013
- West Bengal Town and Country Planning (Development of Township projects) Rules, 2008.

4.3. Eligibility for Developers

- Should have experience in building construction works for at least three years with a good track record of quality construction works with experience in residential/ mixed use projects of at least 5 acres
- Total net worth (Reserve & Capital) (of the company or its sister concern) should be equivalent to at least 10% of the project cost (excluding land cost) i.e. cost of proposed EWS/LIG houses.
 - The developer should have executed minimum 2.0 acres of Residential or other type of Development in a single project during the last 3 years. (As a developer or builder or as construction agency).
 - Joint venture or Special Purpose Vehicle by private developers will also be eligible under the Policy. A consortium of 3 developers is permissible for a project.

The eligibility of Developers can be formulated further for incorporation in the West Bengal Building (regulation of Promotions of Construction and Transfer by Promoters) Act, 1993.

4.4. Eligibility and allotment to beneficiaries

As per the criteria laid down by Government of West Bengal the monthly income of applicant should be as per the Housing for All Guidelines, 2015:-

Income Group	Annual Income (In Rupees)
Economically Weaker Section (EWS)	Up to Rs. 3,00,000
Lower Income Groups (LIG)	3,00,001 to 6,00,000

- The applicant should not own any leasehold or freehold house or plot either in his own name or in the name of spouse or any dependent member (including unmarried children) of his family in any urban area of West Bengal. An affidavit certified by the Notary Public shall be submitted to this effect.
- One person can submit one application only.
- A person who has already been allotted a housing unit by the Government shall not

be eligible to apply for another Government housing unit.

- Housing benefits through UDD/Housing Dept. / ULBs can be claimed by only those beneficiaries who have been living in West Bengal for at least three years.
- Before determining eligibility, applications will be invited from prospective beneficiaries. The implementation agency shall allot houses to only those beneficiaries who qualify the annual income criteria.
- The Income certificate is to be produced as proof towards eligibility by the applicant. Income certificate to be certified by concerned Employer in case of salaried individual & if the individual is self-employed the income certificate to be certified by Tehsildar/Municipal Officers/S.D.O. or any State official authorized by the State Government.
- Strategies should be adopted to ensure that the flat allotted to the beneficiary should be occupied as soon as possible through various incentives.
- Every incumbent will have to become member of society, which will maintain common services and regular up keep of housing property. An undertaking form to this effect will have to be signed by incumbent before possession is handed over to him.
- The developer shall maintain the complete housing complex developed under the provisions of this policy for 3 years after the completion of the project. Thereafter it may be transferred to RWA or ULB. One time maintenance amount as decided by the Government in consultation with developer, will have to be deposited by developer as a corpus amount in a separate maintenance fund after completion of the project, so that maintenance work is taken care of. Contribution by allottees of the houses and some amount out of the proposed BSUP/ IHSDP fund can be also added to the corpus.
- On allotment of the affordable housing unit, the end user will have to pay a fixed pre-decided percentage of the total price of the total price as down payment. The amount can be fixed depending on a set factors including the assumed age of the building and other factors.
- Beneficiaries of EWS/LIG housing will not be permitted to sell their allotted houses or sublet them for a stipulated period of time as per the discretion of the SLNA/ Advisory Board/ State Government.

4.5. Selection of Site and Approval of Projects

- Site to be selected / approved should preferably be in the vicinity of existing infrastructure, so as to minimize delay and cost in extending various services to the scheme area.
- Nodal agency shall invite expression of interest for construction of houses in various towns from interested developers from all over the country.
- Housing Department will be the nodal agency for affordable housing scheme which will be responsible for fund devolution and monitoring and supervision of work. The urban local body will act as the implementing agencies.
- After scrutinizing the proposals received from the private developers, these shall be placed before State Level Sanctioning and Monitoring Committee for approval.
- The State Government based on recommendation of State level Sanctioning & Monitoring Committee would issue an in- principle approval for commencement of the project.
- The private developer shall submit the Detailed Project Report to the concerned Nodal Department within stipulated days from the date of in-principle approval given by the State Government. The concerned Department will scrutinize and will obtain all approvals including change in land use, layout plan and building plan, structural plan, soil test report etc which are to be included in the DPR in accordance with the prevailing rules / regulations from different agencies and submit it to the Project approval Committee within stipulated days from the date of receipt of the DPR.
- Since the projects of the private developer would have an in – principle approval of the State Government, all the sanctions of land use change and approval of layout plan/maps may be issued by the concerned local authority/ department within stipulated days stipulated as per the provisions of statutory bodies in West Bengal. The average time taken for obtaining various approvals from pertinent departments is elaborated upon below only for Kolkata.

The details of the approvals/permits and their respective departments are as follows:

No.	Procedure	Time to Complete	Associated Costs
1	Obtain land-use permission from Kolkata Metropolitan Development Authority (KMDA)	55 days	INR 1,000
2	Obtain a "no-objection certificate" (NOC) from the Observation of Survey and Valuation Department (Municipal)	21 days	INR 12,000 (flat fee)
3	Obtain a "no-objection certificate" (NOC) from the Kolkata Improvement Trust	15 days	INR 5,000 (flat fee)
4	Obtain a provisional "no-objection certificate" (NOC) from the West Bengal Fire Service (State)	7 days	INR 8,400 (INR 0.60 per square feet)
5	Obtain tax clearance certificate from the House Tax Department (Municipal)	2 days	INR 100
6	Apply for the building permit to the Kolkata Municipal Corporation (KMC)	1 day	No cost
7	Obtain inspection and observation of the Municipal Building Committee (Municipal)	1 day	No cost
8	Obtain building permit from Kolkata Municipal Corporation (KMC)	90 days	INR 708,000 ((sanction fee of INR 22,000 (for first 500 square meters) + INR 96,000 (800 square meters at INR 12,000 per each 100 square meters)] * 6 (multiplying factor))
9	Receive on-site inspection by the KMC during construction	1 day	No cost
10	Hire an authorized independent plumber at the Kolkata Municipal	1 day	INR 1,000 (flat fee)

No.	Procedure	Time to Complete	Associated Costs
	Corporation to apply for water and sewerage(Municipal)		
11	Apply for sanction of power connection to the Calcutta Electric Supply Corporation (Municipal)	1 day	No cost
12	Apply for sewerage connection and deposit inspection fees at the Sewerage and Drainage Department (Municipal)	1 day	INR 17,607 (multiplication factor 2 * (inspection fee INR 4,400 per first 500 square meters + INR 550 per every additional 100 square meter))
13	Apply for water connection at the Water Supply Department (Municipal)	1 day	No cost
14	Apply for permanent phone connection at Bharat Sanchar Nigam Limited (National)	1 day	INR 500 (flat installation charge)
15	Receive inspection from electricity provider CESCO (Municipal)	1 day	No cost
16	Receive inspection from the Sewerage and Drainage Department (Municipal)	1 day	No cost
17	Receive on-site inspection from the Water Supply Department (Municipal)	1 day	No cost
18	Receive second inspection and "house drainage completion certificate" from the Sewerage and Drainage Department (Municipal)	1 day	No cost
19	Obtain permanent electricity connection from the CESCO and pay final fees (Municipal)	45 days	INR 250,000 (1/3 of the average cost to get the electricity connection - 2/3 would cover the

No.	Procedure	Time to Complete	Associated Costs
			labor and material cost)
20	Obtain permanent water connection from the Water Supply Department (Municipal)	30 days	INR 4,000 (flat water connection charge INR 4,000)
21	Obtain phone connection (with inspection) from the BSNL (National)	7 days	No cost
22	Apply for final no objection certificate (NOC) from the West Bengal Fire Service (State)	1 day	No cost
23	Obtain no objection certificate (NOC) with inspection from the West Bengal Fire Service (State)	20 days	No cost
24	File a completion certificate and apply for occupancy permit at the Kolkata Municipal Corporation	1 day	No cost
25	Receive final inspection of the construction by the Kolkata Municipal Corporation	1 day	No cost
26	Obtain occupancy permit from the Kolkata Municipal Corporation	30 days	INR 50,000 (flat fee)
27	Obtain permanent sewerage connection from the Sewerage and Drainage Department (Municipal)	3 days	INR 7,500

- A Project Approval Committee would be constituted under the Chairmanship of the senior most officer of the local authority. The project approval committee will sanctioned the DPR which is to be technically sanctioned prior within stipulated days from the date of receipt. (as per relevant West Bengal Act/ Right to Public Services Act, 2013)
- Once the DPR is approved it has to be sent to the concerned implementing agencies like ULB, UDD or the Housing Board for early implementation of the project.

Project Approval Committees -

Principal Secretary/Secretary UDD	Chairman
Principal Secretary (Housing Department)	Convener
Municipal Commissioner/ Head of ULB	Member
Chief- Town & Country Planning/ UDA	Member
Chief Engineer (Housing Dept.)	Member

The final decision on the composition of the Project Approval Committee will be taken by the SLNA/ Advisory Board/ State Government as applicable.

- The Committee shall be authorized to take all decisions with regards to approval of proposal, amend/modify any variation from guide-lines issued under the Policy for specific projects on case to case basis.

As per the [Doing Business subnational project in India](#), which measures and compares regulations relevant to the life cycle of a small to medium-sized domestic business in cities and regions related to construction permits in India, Kolkata scores very low, with an estimated time of 258 days and 27 approvals/procedures for implementation of a project. A comparative list as follows:

City	Rank	Procedures (number)	Time (days)
Bengaluru	1	15	97
Gurgaon	2	19	110
Chennai	3	15	143
Ahmedabad	4	15	144
Hyderabad	4	16	80
New Delhi	4	19	144
Ludhiana	7	17	143
Bhubaneshwar	8	18	149
Noida	9	19	139
Patna	9	19	185
Ranchi	9	19	170
Guwahati	12	16	179
Indore	13	21	163
Jaipur	13	19	151
Kochi	15	22	224
Kolkata	16	27	258
Mumbai	17	37	200

4.6. Repair & Maintenance Provision

Every occupant shall become a member of the housing society/ RWA, which will maintain common services and regular up keep of housing property. An undertaking form to this effect shall have to be signed by incumbent before possession is handed over to him.

The developer shall maintain the complete housing complex developed under the provisions of this policy for a stipulated number of years after the completion of the project post which it may be transferred to the relevant ULB/ UDA/ statutory body or the Association formed for the Housing Colony. For maintenance of the complex post transfer from developer, the ULB/ Govt. agency may utilize part funds from shelter fee collected. Over and above, the indicated maximum sale price, a payment at the rate of fixed percentage of the plinth area cost shall be deposited towards corpus fund which shall be utilized by the Association of the Housing Colony as maintenance deposit for upkeep of the colony, the buildings and facilities. Structural defect liability period for affordable housing scheme developed by the developer shall be for 10 years from date of completion certificate of the housing scheme or as decided by the SLNA/ Advisory Committee/ State Government.

4.7. Allotment Priority

The allotment priority will be at the discretion of the GoWB. However, the following prioritization may be considered:

- **First Priority:** Ultra Poor OR Poorest of the Poor [POP]: destitute –senior citizens, People with disabilities, single women, widows, deserted women, orphans etc. who cannot earn for themselves and depend only on government pensions [priority – Antyodaya definition as per PDS].
- **Second priority:** people living in hazardous /objectionable/ slum areas.
- **Third priority:** all slums having higher density, poverty and infrastructure deficiencies.
- **Fourth priority:** families living in rental houses.

CHAPTER 5

5. Benefits to Target Groups

Benefits to be given to beneficiaries/developers by Govt. of West Bengal so as to have cost of EWS/LIGH to Affordable limits.

- Prescribed ceiling cost of various categories of affordable housing or government intervention in sale price fixation by private developer, to ensure “affordability” of the dwelling unit
- Streamlined application and receipt of capital and interest subsidies as per various central and state government schemes through efficient online system
- Simplified and transparent application, verification and allotment procedure for all affordable housing projects whether announced by the ULB/ UDA/ Statutory Body/ or Developer, through a single online e- portal system maintained by State Level Nodal Agency (SLNA).
- Assistance from SLNA in filing application through e- seva centres opened at every urban centre
- Assistance from SLNA along with representatives from the financial institutions/ banks to coordinate and facilitate loan sanction for purchase of dwelling unit
- Grievance redressal system under SLNA.
- Quality infrastructure including roads, water supply, sewerage/ drainage, street lighting, community open space etc.
- In the case of government and private sector employees, advances and withdrawals (monthly with drawl to be paid as EMI) from the Contributory Provident Fund (CPF) may be permitted as per the CPF Rules for:
 - Building or acquiring a suitable house, or ready-built flat for his residence including the cost of the site.
 - Payment towards allotment of a plot or flat by State Housing Board or a House Building Co- operative society.

To Developers / NGOs

Non – monetary incentives:

- Special status to Affordable Housing
- After submission of plans for execution of scheme, developer will be allowed to start construction of houses within a stipulated time period as

decided by the Advisory Board/ State Government/ SLNA. (within building parameters) - Fast track approval.

- Additional FSI for Affordable housing (narrow roads)
- Total maximum FAR allowed to private developer on the land – double of Normal FAR + 0.5 FAR for timely completion
- Commercial area allowed - 5% in EWS/LIGH area (10% of the total area)
- Permitted to plan a certain percentage of the area for MIG/HIG flats for cross subsidizing cost of low cost housing.

CHAPTER 6

6. Role of Stakeholders

Stakeholder plays a critical role in ensuring the provision of houses and maintaining the momentum for delivery by providing an appropriate implementation vehicle. It will be vital to identify the synergies that exist between the stakeholders and thereby defining the role of each stakeholder. It is necessary to identify the various stakeholders and define their roles and responsibilities for smooth and effective implementation of housing policy and programmes.

6.1. Role of Central Government

In order to supplement the efforts of the State Government, it is anticipated that the Government of India support will be forthcoming in the following aspects:

- i. Provide support through National Policies, Programmes and Schemes and act as a facilitator in the creation of affordable housing stock.
- ii. The Central Government will also on one hand provide for capital grants support to Affordable Housing projects under various schemes to act as a lever to boost the supply of affordable housing and also provide for greater channelization of credit to the urban poor to enhance their purchasing power on the other.
- iii. Ministry of Housing and Urban Poverty Alleviation from time to time will provide inputs to the Ministry of Finance for providing fiscal and financial incentives to this segment.
- iv. The Government of India shall also strive to accord industry status to the real estate segment.
- v. The Government of India shall also consider making Viability Gap Funding available for Affordable Housing projects.
- vi. Facilitate greater flow of capital through external sources like the External Commercial Borrowings and Foreign Direct Investment.
- vii. The Central Government will encourage development of new avenues for project financing for Affordable Housing including that from the insurance and pension funds.
- viii. The recent initiatives of Government of India like the Credit Risk Guarantee Fund Trust and Urban Housing Fund needs to be further promoted.

6.2. Role of State Government

- i. To ensure that a certain percentage of the Government land available with ULBs is utilized for construction of EWS/LIG/MIG-I housing.
- ii. To ensure that various notifications for land acquisition are issued well in time, particularly notification under section 4 (1) will be issued on TOP PRIORITY so that negotiations are conducted in a time bound manner.
- iii. As far as possible and feasible concerned Department to set up Primary School/Dispensary/Angan Wadi etc., in the scheme of EWS/LIG Flats or in nearby area.
- iv. Establishment of occupational training centers for up gradation of skills under SJSRY scheme.
- v. To ensure that nominal stamp duty is charged for EWS/LIG housing as per order issued by finance Department.
- vi. To encourage NGOs, self-help groups in housing activities & involvement in micro finance to assist the beneficiaries meet cost of dwelling units.
- vii. Promoting various incentives in private section & cooperative sector to undertake housing & infrastructure projects.
- viii. To ensure creation of land bank in various ULBs.
- ix. Preparation of action plan & programmes to meet housing shortage & augment supply of land for housing particularly for EWS/LIG group.
- x. To advise related agencies to take up housing for industrial laborers and other such groups.

6.3. Role of Housing Department / SLNA

- i. To ensure preparation of action plan and programmes to meet the housing shortage and augment supply of land for housing particularly for EWS/LIG groups during the next 7 years.
- ii. To ensure that the stipulated percentage of the total dwelling units be reserved for MIG Housing. To cross subsidize the land cost of EWS/LIG so as to bring down the cost of these category of houses to affordable limits.
- iii. Creation of Land Bank.
- iv. Invitation of expression of interest from developers and bids wherever required and will scrutinize the EOIs and bids.

- v. To invite applications for registration from beneficiaries and to charge non-refundable as well as refundable registration amount. SLNA to utilize this amount towards administrative cost.
- vi. Scrutinize the applications received from beneficiaries
- vii. To assist/guide beneficiaries so that they can get loans through banks.
- viii. Separate ESCROW ACCOUNT to be opened in bank for collection of loan amount sanctioned by the Bank to various beneficiaries. The account is to be operated by Housing Department.
- ix. Verification of progress and cash flow and issuing instructions to banks for release of funds to developers.
- x. To ensure and monitor construction/development works executed by developers.
- xi. To facilitate the developer in timely payment, against progress of work at site after recommendation by the third party.
- xii. Monitoring of (through third party agency) construction of flats as per guidelines of GoI/GoWB, appointment of third party agency for the quality supervision of project.
- xiii. If required to get the work done on the cost and risk basis of developer.
- xiv. To monitor and to ensure that ULBs take up external development works well in advance and are in pace with internal development works/ completion of scheme.
- xv. Monitoring of progress of construction of flats & to monitor quality of development & construction works at site through third party.
- xvi. To ensure with association of concerned ULB that in case of default by allottee in repayment of loan to Bank, the possession of the flat is taken from the defaulter & it is re-allotted to other applicant in the same category and to ensure repayment of the loan by the next allottee.
- xvii. To ensure that original Allotment letter of the flat is mortgaged directly to the Bank against the loan obtained by the allottee.
- xviii. To establish building centers and adopt proper technology and eco-friendly building materials.
- xix. E-governance for all activities.
- xx. Public grievances through single window.

6.4. Role of Urban Local Bodies

- i. To ensure that raw land is made available for construction of EWS/LIG/MIG housing. It can be either govt. land or acquired land.
- ii. To ensure use of subsidy received from GOI as per policy.
- iii. To ensure the quality of works as per guidelines issued by GOI for affordable housing under PPP (in coordination with Housing Board)
- iv. To guide the urban poor in execution of the deeds on priority.
- v. To ensure that handed over property to urban poor is insured.
- vi. To ensure that eligible beneficiaries are chosen to whom the flats are allotted.
- vii. Wherever possible to organize camps to ensure that loans are sanctioned to beneficiaries by banks & interest subsidy is also availed by beneficiaries.
- viii. To ensure that at the time of handing over the property the end user becomes the registered applicant of the society which will maintain the common services. End user should also deposit the one time security deposit for the same.
- ix. To ensure that the scheme is sanctioned within the prescribed time.
- x. To ensure that building plans are got approved expeditiously.
- xi. To ensure that external development works are taken up and completed in a time bound programme and in pace with the internal development works.
- xii. To appoint a nodal officer for coordination of the various activities of the Project with Housing Department, Banks, Beneficiaries, other Departments.
- xiii. To ensure that adequate BSUP (shelter) fund is created.
- xiv. To provide comfort to the Banks through assurance of takeover of the defaulter's unit and repayment of Bank loan. The unit can be allotted to another end user against payment.
- xv. To ensure that original allotment letter is mortgaged to the bank
- xvi. To take up acquisition of land for allotment to private developer for housing scheme under the policy.
- xvii. To approach towards 100% e-governance for all matters related to affordable housing.

6.5. Role of Developers

- i. To take up housing projects for EWS/LIG category as per provisions of the scheme.
- ii. To ensure quality control, safety measures, facilities for workers at the work site.
- iii. Execution of all internal development works including Rain Water Harvesting and Sewerage Treatment Plant.
- iv. To undertake adequate tree plantation works.
- v. To ensure testing of quality of materials & use of latest machines at construction site.
- vi. To ensure compliance of all the procedural guidelines issued under this policy.
- vii. An undertaking in the form of Affidavit that in case he leaves the works incomplete Housing Board would complete at his risk & cost.
- viii. To handover possession of completed units of EWS/ LIG/MIG to SLNA for allotment to the beneficiaries.
- ix. To maintain the scheme for a fixed time period after completion of the project as per the existing West Bengal Building (Regulation of Promotion of Construction and Transfer by Promoters) Act.
- x. To create a corpus for maintenance fund immediately after completion of project. Amount to be kept in a separate bank account and handed over to the Resident Welfare Association.
- xi. Developer to help in the formation of RWA.
- xii. Structural design of the buildings to be got approved from NIT/other government engineering colleges in the State.

CHAPTER 7

7. Monitoring & Evaluation

For effective habitat development, it is imperative to address the issues and problems that occur in the implementation of the policy through consistent monitoring and evaluation mechanism. Transparent information flow and an integrated information system related to land, pricing, resources, etc. is critical for implementing and measuring effective programmes.

Successful implementation of reforms within the committed timeframe is critical for the success of the policy. There is a need to strengthen monitoring mechanism and ensuring that milestones for reforms are achieved during the project period and not extended beyond the timeframe. Benchmarking the areas or sectors identified in the policy is critical in order to monitor the level of progress. For monitoring and implementation of the project and reforms at the local level, a Project Implementation and Monitoring Cell may be established within the respective ULBs. The mechanism/system is critical to ensure that the incentives provided to both the developers/suppliers and the buyers are correctly targeted and utilised. An ICT based monitoring and evaluation system can help streamline the process. Further adopting a procedure to incorporate grievances redressal is also critical in order to strengthen the entire policy implementation process.

A High Level Monitoring Committee at the central government would be established that comprises of members from the government, NGOs, CSOs, banks, etc. The function of this committee would be to periodically monitoring, reviewing, and overseeing the process of planning and implementation of the housing policy. Conducting social audits during the entire project cycle, to ensure transparent allotment project is also an aspect that would be looked at.

ANNEXURES

Prevailing Acts in West Bengal

- (i) **Thika Tenancy:** Thika land has been in existence since British Rule. The Zamindars and Rich affluent class of Kolkata used to bring people from villages to do odd jobs and allowed them to settle on their land under a contract specifying a nominal rent and to build makeshift dwellings only. Thika tenants were those who had obtained tenancy from earlier landlords in Kolkata and other urban centres. Bustees and khatalas were often set up on such thika land. In 1982, after the abolition of zamindari in cities and towns, such thika lands were vested with the government and their occupants became thika tenants of the government. They were "conditional ryots".

Approximate combined area of Thika land in the KMC belt is 10,500 Bighas (1 bigha = 720 sq.ft.) and all are slums. The State Govt. currently owns the land and the occupiers are classified as Tenants (Bharatias). These are located mostly in prime locations spread across Wards 1-100 of the KMC area.

The government passed the West Bengal Thika Tenancy (Acquisition and Regulation) Amendment Bill, 2001, in the assembly to tighten provisions of the Thika Tenancy Act. The move is aimed at preventing promoters from grabbing thika land. The new act was enunciated in order to provide the interest of landlords in respect of lands comprised in Thika Tenancy in Kolkata, Howrah and other municipalities of West Bengal for development and equitable utilization of such lands.

The amendments would help prevent the transfer of thika land or buildings erected on it to anyone but close relatives of the thika tenant concerned. Otherwise, the thika tenant would have to transfer the land and structures on it to the government. He said this would prevent the establishment of "promoter raj" on land belonging to bustees and khatalas.

Transfers or agreements of transfer in contravention of the provisions of the amended act would be declared invalid under an order of the controller and the structure would stand forfeited by the state government. The controller could grant licence to the bharatiya' staying in the forfeited structure under prescribed terms and conditions.

Recently, however, the government noticed that thika land had been passing into the hands of promoters for setting up housing projects. In a survey carried out in 71 wards of Kolkata, over 1,500 acres were identified as thika land. The provisions of the bill would encompass pucca structures on thika land as well, and not only kuchcha ones.

According to Kolkata Municipal Corporation sources, a number of applications for construction of buildings on thika tenancy land were pending with the civic building department. People sometimes purchased thika land unaware of its status. When they approached the KMC building department to sanction plans, they were refused on the grounds that they had to obtain a no-objection certificate from the thika tenancy office.

The establishment is headquartered at Survey Building, 35 Gopalnagar Road, Kolkata – 700027 and four other regional offices at Belvedere, Cossipore, Tangra and Narkeldanga. All the major works relating to Thika tenancy are mainly done in the regional offices normally. A tenant submits return forms to establish their claims as Thika Tenant. More than 36000 returns have been submitted and it's a continuous process of such. After submission of return forms a rent on ad-hoc basis is accepted from the returnees. After enquiry and recommendation of officer in charge of regional offices of thika tenancy establishment the same is sent to head office for acceptance from the thika Controller. In case of objection or dissatisfaction about the claim the controller decides the same u/s 5(3) of the West Bengal Thika Tenancy (A & R) Act, 2001 through adjudication. There are 8 to 10 bharatias (tenants, on average) against each return and the protection of interest of the Bharatias (tenants) as also an object of the statute. The thika tenancy records comprises of return files, rent receipts of landlords, KMC documents such as inspection books, property tax receipt, consolidated rate bill along with enquiry report of enquiring officer / surveyor, adjudication orders, orders in connection with disputes between thika tenants and bharatias and forfeited structures are of very much importance and is thought of preserving those important documents for avoiding further damage or mutilation.⁶

- (ii) **Urban Land (Ceiling & Regulation Act), 1976, (ULCRA):** The Act came into force in 1976 in 64 urban agglomerations spread over 17 states, including West Bengal and three union territories (UTs) and covered towns with a population of more than two lakh as per the 1971 Census. The Act intended to prevent the concentration of land holdings in urban areas in a few private hands and make urban land

⁶ Set-Up and Functionality: Thika Tenancy, Land and Land Reforms Department, Government of West Bengal

available for housing of the middle- and low-income groups by imposing a ceiling on vacant land in urban agglomerations and providing for the acquisition of such land in excess of a ceiling limit.

Although the law has been repealed in many Indian cities, the Act remains under expert committee review in West Bengal.

- (iii) **Urban Land (Ceiling and Regulation) Repeal Act, 1999:** Since the ULCRA did not meet its intended objectives, the Government of India decided to repeal the Act with the passing of the Urban Land (Ceiling and Regulation) Repeal Act, 1999. Various states subsequently repealed the Act. Repeal of the ULCRA had been included as one of the mandatory reforms suggested in Jawaharlal Nehru National Urban Renewal Mission (JNNURM). States had to commit to repealing it within a committed time frame. It is envisaged that the repeal of the Act would go a long way in reviving the stagnant housing industry and facilitate construction of dwelling units both in the public and private sector.¹ In West Bengal, the repeal of ULCRA is under examination of the expert committee.